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REPORT
101-63

BLACKSTONE RIVER VALLEY NATIONAL HERITAGE CORRIDOR AMENDMENTS

JULY 6 (legislative day, JANUARY 3), 1989.—Ordered to be printed

Filed under authority of the order of the Senate of June 22 (legislative day, January 3), 1989

Mr. JOHNSTON, from the Committee on Energy and Natural Resources, submitted the following

REPORT

[To accompany S. 830]

The Committee on Energy and Natural Resources, to which was referred the bill (S. 830) to amend Public Law 99-647, establishing the Blackstone River Valley National Heritage Corridor Commission, to authorize the Commission to take immediate action in furtherance of its purposes and to increase the authorization of appropriations for the Commission, having considered the same, reports favorably thereon with an amendment and recommends that the bill, as amended, do pass.

The amendment is as follows:

On page 2, strike lines 3 through 19 in their entirety and insert the following:

> "(3)(A) In addition to the actions identified in paragraphs (1) and (2), the Commission is authorized, following review and approval of the plan, to make grants for the following purposes—
>
> > "(i) preservation and restoration of properties identified on the Commission's cultural resources inventory, following consultation with the Massachusetts and Rhode Island State Historic Preservation Officers concerning the need for emergency preservation and the viability of such projects;

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"(ii) design and development of interpretive exhibits to encourage public understanding of the resources of the Blackstone Valley;

"(iii) cultural and educational programs; and

"(iv) acquisition and protection of threatened lands and structures containing outstanding natural and cultural resources.

"(B) Grants made pursuant to clause (i) or (iv) shall be made in an amount not to exceed 50 percent of the cost of the project assisted by such grant: *Provided,* That no grant may be made unless the plan has included specific criteria to govern eligibility for and use of any such grant which criteria satisfy all requirements which would otherwise apply to such grant if made by the Secretary and the Secretary has approved such criteria: *Provided further,* That prior to making any such grant, the Commission shall notify the Committee on Energy and Natural Resources and the Committee on Appropriations of the United States Senate and the Committee on Interior and Insular Affairs and the Committee on Appropriations of the United States House of Representatives not less than ninety days prior to making such grant setting forth the purpose of the grant, the recipient of such grant, any restrictions or other limitations attached to such grant, the amount of the grant, and the total cost of the project.".

Purpose of the Measure

The purpose of S. 830 is to amend Public Law 99-647, establishing the Blackstone River Valley National Heritage Corridor Commission to authorize the Commission to make grants for certain purposes related to the corridor and to increase the authorization of appropriations for the Commission.

Background and Need

In November 1986, the Congress enacted legislation to establish the Blackstone River Valley National Heritage Corridor in Massachusetts and Rhode Island. The Corridor was established to commemorate the birthplace of the American Industrial Revolution and to protect, interpret, and restore the rich cultural and historical resources of this area. A Corridor Commission was established to prepare a plan for the region and to coordinate the efforts of the 2 States and 20 communities located along this 46-mile stretch of the Blackstone River from Worcester, Massachusetts to Pawtucket, Rhode Island. The plan has not yet been completed but is expected to be finalized sometime within the next few months.

To help implement the plan and to help protect the varied resources of the corrridor, the Commission has recommended that a grant program be initiated to build on its planning efforts to help stimulate local interest and involvement in the area. It is also apparent that additional operating funds will help the Commission provide additional technical and planning assistance to the many public and private entities involved with development as well as preservation within the river corridor.

S. 830, as ordered reported, would help implement these two goals.

Legislative History

S. 830 was introduced by Senators Pell, Chafee, Kennedy and Kerry on April 18, 1989. A Subcommittee hearing was conducted on June 8th. At a business meeting on June 21, 1989, the Senate Committee on Energy and Natural Resources ordered S. 830, as amended, favorably reported.

Committee Recommendations and Tabulation of Votes

The Senate Committee on Energy and Natural Resources, in open business session on June 21, 1989, by a majority vote of a quorum present recommends that the Senate pass S. 830 if amended, as described herein.

The rollcall vote on reporting the measure was 18 yeas, 1 nays, as follows:

YEAS	NAYS
Mr. Johnston	Mr. Wallop
Mr. Bumpers	
Mr. Ford*	
Mr. Metzenbaum	
Mr. Bradley	
Mr. Bingaman	
Mr. Wirth	
Mr. Conrad*	
Mr. Heflin	
Mr. Rockefeller*	
Mr. McClure	
Mr. Hatfield*	
Mr. Domenici	
Mr. Murkowski	
Mr. Nickles*	
Mr. Burns	
Mr. Garn	
Mr. McConnell*	

*Indicates voted by proxy.

Committee Amendment

During the consideration of S. 830, the Committee adopted an amendment placing certain restrictions on the grant program not included in the bill as introduced. First, the amendment insures that the grant program may not be implemented until the plan is completed and approved by the Secretary of the Interior. Secondly, the amendment provides that the plan must include standards and criteria for the issuance of these grants. These standards are to be based on such standards and criteria used by the Department of the Interior and must be approved by the Secretary. Prior to making grants, notification, not less than 90 days in advance, shall be given to the appropriate Congressional Committees. Finally, the amendment makes several technical, clarifying, and perfecting

changes in the language of the bill relating to the types of projects eligible for grant assistance.

Section-By-Section Analysis

Section 1 of the bill, as reported, authorizes the Commission, under certain conditions, to make grants to entities within the corridor area for (1) the protection and restoration of historic structures; (2) interpretive designs and exhibits; (3) cultural and educational programs; and (4) acquisition and protection of threatened lands and structures. Grants for the protection and restoration of historic structures and the acquisition and protection of lands and buildings are to be made on a 50-50 matching basis.

Any grant made pursuant to the new authority provided in S. 830 may be made only after the plan has been completed and approved by the Secretary of the Interior in accordance with the approval procedures in the original authorizing legislation (P.L. 99-647). In addition, the plan must include specific standards and criteria to govern eligibility for and use of any such grants. Prior to making a grant, the Commission is to notify the appropriate Committees of Congress not less than 90 days prior to such action.

Section 2 of S. 830 amends Public Law 99-647 in two respects. First, it increases the annual authorization for the Commission's operating funds from $250,000 per year to $350,000 per year for fiscal years 1990, 1991 and 1992. In addition, this section authorizes funds for the grant program as follows: $700,000 for fiscal year 1990 and $1 million per year for fiscal year 1991 and 1992.

Cost and Budgetary Considerations

The following estimate of the cost of this measure has been provided by the Congressional Budget Office:

U.S. Congress,
Congressional Budget Office,
Washington, DC, June 28, 1989.

Hon. J. Bennett Johnston, Jr.,
Chairman, Committee on Energy and Natural Resources,
U.S. Senate, Washington, DC.

Dear Mr. Chairman: The Congressional Budget Office has prepared the attached cost estimate for S. 830, a bill to amend Public Law 99-647, establishing the Blackstone River Valley National Heritage Corridor Commission, to authorize the Commission to take immediate action in furtherance of its purposes and to increase the authorization of appropriations for the Commission.

If you wish further details on this estimate, we will be pleased to provide them.

Sincerely,

Robert D. Reischauer.

Congressional Budget Office Cost Estimate

1. Bill number: S. 830.

2. Bill title: A bill to amend Public Law 99-647, establishing the Blackstone River Valley National Heritage Corridor Commission, to authorize the Commission to take immediate action in further-

ance of its purposes and to increase the authorization of appropriations for the Commission.

3. Bill status: As ordered reported by the Senate Committee on Energy and Natural Resources, June 21, 1989.

4. Bill purpose: S. 830 would authorize the appropriation of funds to the Blackstone River Valley National Heritage Corridor Commission. For each of fiscal years 1990 through 1992, the bill would authorize $350,000 for commission operating expenses. An additional $700,000 in 1990 and $1 million each for 1991 and 1992 would be authorized for grants.

5. Estimated cost to the Federal Government:

[By fiscal year, in millions of dollars]

	1989	1990	1991	1992	1993
Authorization level	1.1	1.4	1.4		
Estimated outlays	.8	1.3	1.4	0.4	

The cost of this bill fall within budget function 300.

Basis of estimate: For purposes of this estimate, it is assumed that S. 830 will be enacted during fiscal year 1989 and that the full amounts authorized will be appropriated for each fiscal year. Outlays have been estimated on the basis of historical patterns.

6. Estimated cost to State and local governments: None.

7. Estimate comparison: None.

8. Previous CBO estimate: None.

9. Estimate prepared by: Deborah Reis.

10. Estimate approved by: C.G. Nuckols, for James L. Blum, Assistant Director for Budget Analysis.

Regulatory Impact Evaluation

In compliance with paragraph 11(b) of Rule XXVI of the Standing Rules of the Senate, the Committee makes the following evaluation of the regulatory impact which would be incurred in carrying out S. 830. The bill is not a regulatory measure in the sense of imposing Government-established standards or significant economic responsibilities on private individuals businesses.

No personal information would be collected in administering the program. Therefore, there would be no impact of personal privacy.

Little, if any, additional paperwork would result from the enactment of S. 830, as reported.

Executive Communications

On May 4, 1989, the Committee on Energy and Natural Resources requested legislative reports from the Department of the Interior and the Office of Management and Budget setting forth executive views on S. 830. These reports had not been received at the time the report on S. 830 was filed. When the reports become available, the Chairman will request that they be printed in the Congressional Record for the advice of the Senate. The testimony provided by the National Park Service at the Subcommittee hearing follows:

STATEMENT OF GERALD D. PATTEN, ASSOCIATE DIRECTOR, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR

Mr. Chairman, I appreciate this opportunity to provide your Subcommittee with terstimony on S. 830, a bill to amend Public Law 99-647, establishing Blackstone River Valley National Heritage Corridor.

Mr. Chairman, we oppose S. 830. The effect of the bill would be to convert the Blackstone River Valley National Heritage Corridor Commission from a planning and advisory body to a grant making organization, and authorize appropriations for a new grant program. In light of competing National Park Service priorities and the constrained fiscal climate, and the example that would be set for similar coordinating commissions elsewhere, the Administration cannot support such legislation.

The National Heritage Corridor and its 19-member Commission were established by Public Law 99-647, approved November 10, 1986. The Commission was directed to prepare a plan for the Corridor and submit it to the Governors of Massachusetts and Rhode Island and the Secretary of the Interior within 1 year after the Commission conducts its first meeting. The Secretary and the Governors were given 90 days to approve the plan.

The Corridor Commission held its first meeting in May of 1988. In September 1988 the Commission began its Cultural Heritage and Land Management Plan to coordinate existing State plans and present a unified historic preservation and interpretation plan for the Corridor." The plan is substantially complete and is expected in mid-June.

The proposed legislation would amend Public Law 99-647 by increasing the authorization for general operations of the Blackstone National Heritage Corridor (NHC) from $250,000 to $350,000 for Fiscal years 1990-92, and by authorizing an appropriations ceiling of $2.7 million for a new resource protection and interpretation grants program to be administered by the Blackstone River Valley National Heritage Corridor Commission.

On November 10, 1986, Congress established the Blackstone River Valley National Heritage Corridor to preserve and interpret the Valley's nationally significant resources. To achieve this goal, the Corridor Commission has been assigned the task of building a partnership between Federal, State and local governments to create a "management framework" for shared responsibilities. Following completion and approval of its plan for the Corridor, the Commission is instructed by the enabling act to give priority to actions that assist the States of Rhode Island and Massachusetts in:

1. Preserving and interpreting the valley's historic resources;
2. Completing State and local parks in the Corridor; and
3. Supporting public and private economic revitalization consistent with the Corridor goals.

The original act anticipated that this assistance would be accomplished without Federal funds.

The Blackstone River flows 46 miles between Worcester, Massachusetts and Providence, Rhode Island, and powered the creation of the American Industrial Revolution. America's first cotton spinning mill was established on its banks in 1790; by 1844, 94 mills

were working on the Blackstone—known as "America's Hardest Working River"—and led to a major transformation in the nation's economy and society.

The Blackstone River Valley National Heritage Corridor includes more than 45 historic districts, 160 properties either on or eligible for the National Register of Historic Places, and approximately 5,000 historic buildings, information compiled in recently completed surveys of the resources.

The Blackstone Valley was the first such industrial region in the country, and represents the first wide-spread use of water power for industry in the United States. It was the birthplace of the Rhode Island System of manufacturing: family-owned factories employing a labor pool of families, as opposed to the Waltham System at Lowell and elsewhere which were joint-stock companies mainly employing young women. It also was the most ethnically and religiously diverse area of New England at the time. Each mill spawned its own highly paternalistic village, where housing, schools, churches and even recreation were provided by the mill owner. Much of this heritage is still visible today.

At current funding levels, the Commission has been able to employ two staff, and develop a plan as required by the statute.

Mr. Chairman we look forward to reviewing the plan prepared by the Commission. However, we cannot support the fundamental revision in the Commission's role under S. 830. The intent of the original legislation was to provide an umbrella structure to insure a coordinated effort by the State, local and private entities to preserve the Corridor's historic resources, not Federal grants. We continue to strongly support this approach.

This concludes my prepared remarks. I will be pleased to respond to any questions you may have.

Changes in Existing Law

In compliance with paragraph 12 of Rule XXVI of the Standing Rules of the Senate, the Committee notes the following changes in existing law made by the bill, S. 830, as reported (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, and existing law to which no change is proposed is shown in roman):

AN ACT To establish the Blackstone River Valley National Heritage Corridor in Massachusetts and Rhode Island

* * * * * * *

DUTIES OF THE COMMISSION

Sec. 6. (a) Preparation of Plan.—* * *

* * * * * * *

(3)(A) In addition to the actions identified in paragraphs (1) and (2), the Commission is authorized, following review and approval of the plan, to make grants for the following purposes—

(i) preservation and restoration of properties identified on the Commission's cultural resources inventory, following consultation with the Massachusetts and Rhode Island State Historic

Preservation Officers concerning the need for emergency preservation and the viability of such projects;

(ii) design and development of interpretive exhibits to encourage public understanding of the resources of the Blackstone Valley;

(iii) cultural and educational programs; and

(iv) acquisition and protection of threatened lands and structures containing outstanding natural and cultural resources.

(B) Grants made pursuant to clause (i) or (iv) shall be made in an amount not to exceed 50 percent of the cost of the project assisted by such grant: Provided, That no grant may be made unless the plan has included specific criteria to govern eligibility for and use of any such grant which criteria satisfy all requirements which would otherwise apply to such grant if made by the Secretary and the Secretary has approved such criteria: Provided further, That prior to making any such grant, the Commission shall notify the Committee on Energy and Natural Resources and the Committee on Appropriations of the United States Senate and the Committee on Interior and Insular Affairs and the Committee on Appropriations of the United States House of Representatives not less than ninety days prior to making such grant setting forth the purpose of the grant, the recipient of such grant, any restrictions or other limitations attached to such grant, the amount of the grant, and the total cost of the project.

* * * * * * *

[AUTHORIZATION OF APPROPRIATIONS

[SEC. 10. There is authorized to be appropriated annually to the Commission $250,000 for the next five fiscal years to carry out the purposes of this Act; except that the Federal contribution to the Commission shall not exceed 50 percent of the annual operating costs of the Commission.]

AUTHORIZATION OF APPROPRIATIONS

SEC. 10. (a) GENERAL OPERATIONS.—There are authorized to be appropriated to the Commission, for general operations, $250,000 for each of fiscal years 1988 and 1989 and $350,000 for each of fiscal years 1990, 1991, and 1992, except that the Federal contribution to the Commission for general operations shall not exceed 50 percent of the annual operating costs of the Commission.

(b) GRANTS.—There are authorized to be appropriated to the Commission, for grants authorized by section 6(c)(3), $700,000 for fiscal year 1990, $1,000,000 for fiscal year 1991, and $1,000,000 for fiscal year 1992, to remain available until expended.

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